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ABSTRACT

This report to the Australian Commission on Advanced Education is intended as a basis for discussion by those who have the responsibility for making program and policy decisions in continuing education in Australia's colleges of advanced education. Though the idea that education is continuous with life is coming to be widely accepted intellectually in Australia, it has, as yet, made little impact on educational planning and policy. One result of the establishment of colleges of advanced education might be improved learning habits in the adult community, resulting in an increased demand for adult education. Colleges of advanced education have the resources to make a broadly based contribution to adult education, and, since their primary concern is with the application of knowledge in the day-to-day world, adult education is consonant with their purpose. Colleges of advanced education would benefit the community, the nation, and themselves through involvement in adult education. Colleges of advanced education are currently much less involved in adult education than are comparable institutions in the U.S.A., Canada, and the United Kingdom. But, given the need and resources, considerable growth seems inevitable. However, if growth is not carefully planned, it will not be as beneficial as it might be and might find itself serving only advantaged groups. A first step toward planned growth should be discussion and definition of policy, involving all concerned policy-making groups. (Author/KM)

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THE ROLE OF COLLEGES OF ADVANCED EDUCATION IN THE EDUCATION OF ADULTS

A.J.A. Nelson

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The Role of Colleges of Advanced Education in the Education of Adults

A Report to the Australian Commission on Advanced Education

A.J.A. Nelson

I. Some General Considerations

In our technologically advanced society the acquisition of knowledge assumes increasing importance, and education is increasingly a matter of public concern. In part because of this, there is a tendency for the control of education to be set increasingly at the national level. There is a danger that the exercise of national control could lead to an ironing out of difference, and, in the process, exact a dull conformity of response, stifle initiative and dampen the desire to innovate. This danger is particularly serious for adult education. It is not merely that adult education must experiment and innovate if it is to help adults to cope with a world in which the rate of technological and social change is already rapid and increasing at an accelerating rate. More important, since the need for adult education is not universally and traditionally accepted by education authorities--in the sense that the need for secondary or tertiary education is accepted--unless attitudes towards it are lively and innovative there will be very little development. But it is, of course, by no means inevitable that an increase in national concern for education and increased control of it at the national level should be detrimental to the development of adult education. On the contrary, if leadership at the national level is imaginative and sensitive to the need for innovation, it could well give state authorities, colleges, universities and concerned individuals the opportunity, the stimulus and the framework needed for creative work in adult education. It is the quality of leadership that matters.

There is evidence that careful attention is being given to the future of adult education in many developed countries. In Canada the subject has been considered by a number of committees working at state level. In England and Scotland, after widespread discussion and the submission of carefully

prepared statements on, inter alia, the responsibilities of institutions of higher education, committees of enquiry are about to report on the provision of education for adults.[1] In the United States of America several working groups--some at state and others at national level--have examined the question. Since 1966 a Committee of the American Council on Education has actively concerned itself with "the progress, the problems and the issues of higher adult education, particularly as they affect the institutions of adult education."[2] And it is significant that, in his Annual Report for 1971, the President of the Carnegie Corporation of New York, Mr. Alan Pifer, makes special reference to the future of higher adult education. Mr. Pifer identifies thirteen functions of higher education in the United States, and includes adult education among the thirteen. He expresses the opinion that some of these functions might well diminish in magnitude and importance with time, but says of adult education:

> Although higher education has for many years, through its general extension programs and through part-time and evening study, offered educational opportunities to adults, this has certainly not been one of its most central functions. Nor have these activities enjoyed the prestige of undergraduate and graduate study by "regular" students. Attitudes are changing, however, both on and off the campus, and it now seems likely that the function of serving adults will assume much greater importance at a variety of institutions. It also seems likely that there will be a steadily growing demand by adults for the programs offered.
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> The provision of external degrees on a wide scale and lifelong entitlement to periods of study in a college or university are two new developments that may become quite general. Meeting the educational needs of adults is by no means inappropriate as a function of higher education, provided the activity is taken seriously and done well. Indeed, it may in the future be one of higher education's most important functions and one of the ways it brings greatest benefit to the nation.[3]

In Australia there appears to be an increasing intellectual acceptance of the idea that education should be continuous with life and that our

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[1] The English Committee of Enquiry was set up in 1969 under the Chairmanship of Sir Lionel Russell. Its report is expected shortly.

[2] "Higher Adult Education in North America." Thurman J. White (Journal of the International Congress of Adult Education, Vol. XI, Nos. 1 and 2).

[3] Annual Report, Carnegie Corporation of New York. 1971

institutions of higher education should be concerned with "life long education."[1] But it is not as yet apparent that this idea has had any important influence on planning and policy making in higher education in this country. It was in 1966 that the Australian Universities Commission stated that it would not continue to provide funds for university based adult education and that "activities such as adult education should be based either on colleges of advanced education or should be conducted by a state agency appointed for this purpose as in the State of Victoria." And though, since then, the Commonwealth Government has indicated that it was unable to accept the Commission's view that universities should not concern themselves with adult education, no alternative statement of policy has come from the Universities Commission. Nor has the Australian Commission on Advanced Education--nor the Advisory Committee which preceded it--made any comprehensive statement of policy covering the Universities Commission's suggestion that adult education should be based on colleges of advanced education. Thus it appears that, in terms not only of planning but also of the formulation and promulgation of policy in relation to higher adult education, we have advanced very little beyond the position taken up by the Universities Commission in 1966.

Obviously, we have need to take stock of higher adult education in Australia and to decide what we should do about it. And, equally obviously, our planning should be preceded by wide-spread discussion. In this report, I shall aim to contribute to that discussion by throwing some light on some of the issues which must be considered before our colleges of advanced education decide what contribution they should make to Australian adult

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[1] This has been apparent from numerous personal discussions with administrators of higher education. It was also apparent from discussions at the Conference on "Planning in Higher Education" held at the University of New England in 1969, and at the Seminar on Higher Education held under the auspices of the Education Research Unit at the Australian National University in 1970 (see Harman and Selby Smith, Australian Higher Education: Problems of a Developing System, Angus and Robertson, 1972). But in these days of planning on the basis of a triennium the gap between the intellectual acceptance of an idea and its application in practice is liable to be very wide.

education. Admittedly, this is but one aspect of the larger problem of deciding what should be done about planning and developing adult education in this country. But it is an important aspect of that problem and it raises fundamental issues.

Before dealing with it we should be clear about our use of terms. In the field of adult education, as elsewhere, we are often confused by terms. For example, the Universities Commission, in the statement to which I have already referred, gives us no precise indication of what it means by "activities such as adult education" and, in consequence, the phrase is left to mean different things to different people. And though it is well known that adult education covers a wide variety of activities conducted by many agencies, the Commission apparently regarded it as a neat and homogeneous package, capable of being handed over in its entirety to either our colleges of advanced education or a special agency of the State. Clearly there is a need for more careful thought and more precise definition.

Public confusion over terms may be traced, in part, to historical usage within our institutions of higher education. Thus, our universities, following a tradition inherited from the United Kingdom, have in the past taken the term adult education to mean "liberal and non-vocational education for adults" and limited their offerings in adult education to programmes fitting this description. But, since, in recent years, our programmes of university adult education have become increasingly oriented to man's vocational and community interests, it is clear that this traditional description no longer fits. This is, I think, very relevant to the subject of this report. For the discussions, I have had with them over the past few months, have revealed that many educators who appeared to be rejecting the idea that adult education is an appropriate activity for a college of advanced education were, in fact, rejecting the limitations of the traditional concept of university adult education.

During the last twenty years the term "continuing education" has become current. For example, the former Department of Adult Education at the Australian National University has been renamed the Centre for Continuing

Education, and, in my own writing, I have used the term "continuing education" to cover the education of adults and "continuous education" to mean "life long learning."[1] Since the term "continuous education" emphasises that education begins in the cradle and ends at the grave, and the term "continuing education" emphasises that today's adult education is generally a continuation of an education already begun, rather than a remedy for a lack of education in one's youth, it is clear that both terms have point and relevance. But it should be borne in mind, also, that as education is by its very nature, continuing, the adjective "continuing" is really no more applicable to the adult stage of education than to any other, and that the term "continuing education" could, therefore, be regarded as dysfunctional.

It is worth noting that, particularly in the United States of America, institutions of higher education often include programmes of education for adults (as distinct from their regular undergraduate programmes), under the heading "community services." This nomenclature does have the merit of emphasising that teaching and counselling are being extended to the broader community beyond the campus. But it may tend to mislead in that it masks the fact that the college serves the community through its internal programmes as well as through its programmes for adults, and that service through the one channel should complement service through the other.

It is, also, worth noting, however, that some institutions are at pains to make a distinction (both in theory and practice) between adult education and community service. Thus,

> The truth is, however, that the two programmes are not synonymous, and in recent years they have increasingly been treated as two separate functions. This may be accounted for by the fact that most community colleges, recognising the need for adult education in their communities, provide evening programmes for those who, for various reasons, cannot become regular full-time day students. But these programmes are often little more than formalized evening classes for adults.... That the dual administration of community service and evening college programmes in American community colleges is largely a phenomenon of the past was evident in my study. Of the thirty seven community college districts I visited, all but eleven provided for separate administration of the programmes.[2]

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[1] In "Continuing Education" a chapter in It's People that Matter, Ed. D. Maclean and elsewhere.

[2] E.L. Harlacher. "The Community Dimension of the Community College."

Dr. Harlacher's statement has interesting implications. It reminds us of two things: first, that colleges should offer their communities more than the opportunity for adult enrolment in their regular courses or the provision of formal evening versions of such courses; and, second, that, in many colleges, it is through activities (often inter-disciplinary) designed especially for adults, rather than through the admission of adults to courses designed originally for young undergraduates, that a dynamic relationship with the adult community is established. It is interesting, too, to notice that whereas in United States universities such as Wisconsin or Michigan State or California, which are well known for the excellence of their extension work, the practice is for one extension division to have responsibility for a wide variety of activities ranging from community development to part-time degree study, the trend within the community colleges of the United States is towards the provision of two separate administrative organizations, one for formal courses for credit and the other for broadly based community adult education or "community service." In this respect the administrative arrangements of the American community colleges approximate those of the Australian university. For though our Australian university departments of "extension" or "adult education" or "continuing education" have responsibility for a wide variety of non-credit activities ranging from an arts festival (in Perth) to professional refresher courses, residential seminars for creative writers, inter-disciplinary schools on the preservation of the environment and so on, nowhere do they have responsibility for courses undertaken (either by correspondence or part-time attendance) for credit towards a degree or diploma.

Having regard for the history of our usage of terms in adult education I have preferred, in the title of this report to use the simple and embracing term "the education of adults." This obviously does not include "community service" provided by a college for school children, and there is some doubt that it should include much of the technical advice given to business and industrial enterprises by college staff. But it may be taken to include all those college activities - such as the provision of evening classes, adult enrolment in "internal" courses, educational radio and television, external

studies, community consultative services, leadership training, library services and facilities by programmed learning - by which colleges may endeavour to assist adults to further their education. And, for the purposes of this report, the terms "continuing education" and "adult education" may be regarded as synonymous with the "education of adults."[1]

As I have already mentioned, the Universities Commission has not given us a clear definition of the "activities such as Adult Education", which, it suggests, should be based on colleges of advanced education. Nor are we given any clear indication as to why colleges of advanced education should be regarded as more appropriate bases for adult education than universities. But it is not difficult to make a strong case for the involvement of our colleges in adult education, that is, in adult education as I have defined it. For, if we regard our institutions of higher education as existing in a continuum, with the emphasis at one end--the university end--on the discovery of knowledge, and, at the other--the college of advanced education end--on teaching and the application of knowledge to satisfy human need, then it is clear that the education of adults, a function essential to the application of knowledge in our modern society, should rest more happily with the colleges than with universities.[2] Indeed, if we accept the statement,

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[1]The term "adults" may be taken to mean people already launched in life and career.

[2]My reading and discussion suggests that many people see our institutions of higher learning as spanning a continuum of this kind. But I think that we should be careful not to draw unwarranted conclusions from this. The orientation of the colleges is towards the application of knowledge, but it would be unrealistic and unimaginative to think of this function as divorced from that of discovering and ordering knowledge. Though some educational institutions may regard the discovery of knowledge through research as their primary concern, and it may be possible for them to pursue this concern without a related programme of undergraduate teaching, it would seem quite unwise for them to proceed with their work in isolation from adults who are interested in, and/or affected by their work. And though those institutions already oriented toward the application of knowledge may be best equipped, in terms of staffing and experience and attitudes, to provide for the education of adults, those institutions which see themselves as primarily oriented towards research may, in fact, have greater need to encourage off campus adult involvement in their work, with a view to getting the understanding and the criticism of the interested, or potentially interested, public. Or, in other words, with a view to checking their research findings in the world of action.

in the First Report of the Commonwealth Advisory Committee on Advanced Education, on the differences between universities and colleges of advanced education, we must come to this conclusion. And, to approach the question from a different angle, if we accept the Advisory Committee's contention "that colleges of advanced education should aim to provide a range of education of a standard of excellence and richness of content at least equal to that of any sector of tertiary education in the country,"[1] it follows that they must, in a world in which higher education is recognised as being continuous throughout life, be concerned with the education of adults.

Though, as has already been noted, the Commonwealth Advisory Committee on Advanced Education has not issued a definitive statement on its policy in relation to the education of adults, its Second Report does comment on some matters related to this subject. Thus paragraph 1.9 says "it is expected that the teaching staff of the colleges will be deeply involved with commerce, industry, and community services"; paragraph 1.16, that staff members should be encouraged "to improve their skill as teachers" and thus concern themselves with their own continuing education; and paragraph 1.29 that "graduating students must not only have acquired qualifications for their chosen callings, but must also be alive to the need for continuing self-development." But the Committee states one important limitation. In its paragraph 1.28 it says: "we do not consider that colleges should be specially active in the field of adult education, defined here as general non-vocational studies for persons of mature age."

I find this statement of limitation understandable. It is reminiscent of the traditional concept of university adult education as "liberal and non-vocational" to which I have already referred. And it also reflects the fact that we have, as yet, paid little attention to the problem of coordination in the field of higher adult education. I shall deal with this problem later. But I should like, meantime, to reiterate that it would be

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[1] First Report of the Commonwealth Advisory Committee on Advanced Education. Paragraph 2.44.

unreal to think of the adult education offered currently by the universities as exclusively non-vocational, and that coming from the colleges as entirely vocational in orientation. For, in these days, the proportion of university adult education that is vocationally orientated is large and increasing, and the potential of the colleges for problem and community oriented adult education on, say, problems of management, or pollution, or local government, or the social implications of technological change, are obvious. And it would be quite misleading to assume that the colleges lack the breadth for which adult education often calls. For as the Advisory Committee puts it: "The colleges' involvement is with technology, which may be defined as the application of knowledge to satisfy human need. The concerns of technology are, therefore, as wide as those of human need, and embrace the application of knowledge in the social sciences, languages, art and design, as well as in the physical and biological science and engineering."[1] Indeed if we accept--as we must--that technology is the organization of knowledge for practical purposes, we must accept also that the modern adult educators' involvement is, like that of the colleges, "with technology."

The Advisory Committee has suggested that "colleges should provide, within their curricula, sufficient opportunities for students, through liberal studies, to gain an understanding of their obligations as members of society."[2] To this end, some institutions of technology have established special departments of liberal studies, and, in some places, these departments have been given responsibility for the overall extension programme. There is a case for this if the head of the department of liberal studies is a broadly educated person, capable of bringing together specialist teachers, and helping them to work together for a common purpose. But, if the intention is that the extension programme should be limited to, or even dominated by, the subject matter areas covered by the department of liberal studies, then the

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[1] Commonwealth Advisory Committee on Advanced Education. Second Report. Paragraph 1.38.

[2] Ibid., paragraph 1.12.

programme would obviously be unrepresentative, and the arrangement should be unacceptable to the college.

As one means of giving a liberal quality to college life the Committee stresses that students should engage in extra curricular activities and communicate with people in disciplines other than their own. It emphasises, particularly, encouraging the student to relate his own experience and field of knowledge to the experience and areas of study of others, and, presumably, to the needs of the society of which he is a part. In this connection, it may be worth remarking that student participation in programmes intended primarily for adults could be an excellent means of achieving this end. This would be particularly so if the programmes were interdisciplinary, and thus able to bring together a student body representing a variety of interest groups, from both college and community.

As we have already noted, though there is, in Australia, an increasing intellectual acceptance of the idea that education is continuous with life, we seem to have done very little about heeding its implications for educational planning. Observation suggests that the idea has had greater influence on thought and policy in North America. But the Hon. John Gardner insists that universities and colleges in the United States should do more about it:

> Colleges and universities must give more thought to continuing education and off-campus instruction. We have abandoned the idea that education is something which takes place in a block of time between six and eighteen (or twenty-two) years of age. It is lifelong. We have abandoned the idea that education is something that can occur only in a classroom. A system of education suited to modern needs and aspirations could not come into being until these two notions were finally done away with.
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> The continuing-education movement does not need any special encouragement. It will develop at a rapid pace regardless of what the colleges and universities do. But I believe that the colleges and universities should provide intellectual leadership with respect to such education, and that depends on their own creative activity in this field. If they ignore it, the movement will pass them by and leadership will go out of their hands. If that happens, I think they will have reason to regret it.[1]

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[1] J.W. Gardner. "Agenda for the Colleges and Universities." "Campus 1980". Eurich (Ed.) To complete the picture, however, it should be added that the (American) Association of Evening Colleges and the National University Extension Association have, in joint reports, indicated (for 1970) an annual enrolment in higher adult education of 4 1/2 million and predicted an annual enrolment of 12 million by 1980.

Why, it might be asked, should the colleges have reason to regret it? One not uncommon reply is "Because to be involved in continuing education has public relations value." But this is a superficial and dangerous answer. For, if continuing education is regarded as a marginal extra, put on for public relations purposes, it is likely to be bad as education and even worse as public relations. If, on the other hand, it is regarded as a serious and important educational obligation, a form of community service appropriate to the college, it will no doubt be appreciated by the community. But even this is not enough. If it is to make the most of itself, the college should regard the education of adults as an opportunity rather than an obligation, as something integral to its purpose rather than a marginal extra, as a means of lifting the level and quality of its teaching and the maturity of its relationship, both within the campus and with the communities outside, rather than as a diversion from its real purpose. For, in these days of rapid social and technological change, when it is more than ever important that institutions of higher education should be constantly aware of the changing world around them, and constantly checking the validity of their teaching by reference to the world of practice, it would be foolish, and perhaps dishonest to deny that the principal beneficiaries of their involvement in the education of adults are none other than the colleges and universities themselves. Of course, both college and community benefit. But for the colleges, unlike the community, it is a matter of survival or, at least, of continuing viability. For, what our institutions of higher learning need in order to develop and maintain the maturity that is necessary, if they are to remain viable and command respect in today's changing world, is, not merely good public relations, but an "in-depth educational relationship" with the adult communities of which they are a part. And they can scarcely hope to develop this unless they are involved in the education of adults. The crux of the matter is that the college's involvement in adult education should be fundamental and consistent with its general purpose and philosophy. For it is only then that it can help to make the adult community, of which it is a part, an educative community, and, thus, help to create an environment

conducive to its own growth. This point is I think well understood and appreciated by many of those who have responsibility for leadership in our colleges of advanced education.

There are, of course, different types of colleges of advanced education, each with its own potential for adult education. The metropolitan institutes of technology, for example, may be expected, if experience elsewhere is a guide, to concern themselves, not only with such things as professional refresher courses, but also with programmes which deal with issues of national and international importance in connection with the development and impact of technology in our society. Similarly, specialist colleges such as teachers' colleges and colleges of agriculture might be expected, not only to work closely with their professional public (teachers and extension workers) in order to help maintain and improve standards of professional knowledge and practice, but also, to help promote public understanding of issues relating to their respective fields: education and rural development. And the multi-purpose regional college of advanced education might well be in a position to meet a wide variety of adult educational needs and to help other organizations to do likewise, particularly if the college is the only institute of higher learning in its geographical region.

Acceptance of the concept of continuous education has fundamental implications for the educational programmes of the colleges of advanced education, whether those programmes are intended for young people preparing themselves for a vocation or for adults already launched in life. In a comment on a paper prepared by Dr. D.W. Crowley[1]. Mr. P.W. Hughes emphasises its implications as far as the "internal" courses of the colleges are concerned:

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[1]Dr. Crowley, Director of Adult Education, University of Sydney, presented a paper on "The Role of Colleges of Advanced Education in Australian Adult Education" as a basis for discussion by a syndicate at the annual conference of the Australian Association of Adult Education, at the University of New England, in August, 1968. Mr. Hughes was then Acting Director General of Education in Tasmania. He is now Head of the School of Teacher Education at the Canberra College of Advanced Education. For Dr. Crowley's paper and the written comment and syndicate discussion which followed, see Crowley, D.W., "The Role of Colleges of Advanced Education in Australian Adult Education" (Australian Association of Adult Education).

...For people who have grown up through the C.A.E. type of education as now conceived, refresher courses in terms of initial instruction should rarely be required. One of the basic aims of advanced education is to teach the techniques of information handling and develop an attitude favourable to sustained independent learning throughout life. Certainly refresher courses will facilitate sustained learning but the important thing is that the advanced education graduate will see continual growth of the store of information available to him as a normal and expected phenomenon with which he has been prepared to cope. But he will do this in selective fashion, absorbing the relevant and discarding the irrelevant until time or changed circumstances give it relevance to his endeavours.

For the person who has not had such an education, the great contribution which advanced education can make is not the type of refresher course which merely supplies more information destined for early obsolescence but courses in information handling of fundamental nature and of enduring validity.

Commenting on this statement from Mr. Hughes, its rejection by the syndicate which discussed it at New England, and a subsequent comment from Dr. Crowley, Mr. Harrison Bryan and Miss E.L. Hean write as follows:

Interestingly, Dr. Crowley makes a point of mentioning the conference syndicate's rejection of Mr. Hughes' contention that there would be little need to retrain the graduates of the C.A.E.'s, mainly on the grounds that technological change is now so rapid that educational qualifications are out-dated within a few years. The fact that they are is one of the strongest arguments for the educational approach of the C.A.E.'s. Perhaps what Dr. Crowley and the syndicate too were really expressing was misgivings about the peculiarly difficult task of developing in the student adaptability and the capacity for self-learning for the rest of his life. "My impression from teaching experience at all levels", says Dr. Crowley, "is that the proportion of the population which can adapt previous teaching to new circumstances is relatively small. Few can think for themselves to this extent: most people have to be shown or taught the modifications that become necessary in changed conditions". Mr. Hughes' reply would undoubtedly be that such people have not had the benefit of "advanced education", and that it is the special task of C.A.E.'s to design courses whose structure, content and approach are conducive to the attainment of the abilities associated with self-learning and social as well as vocational competence, abilities which must be carefully and patiently cultivated, over a period of time.

The challenge to the C.A.E.'s is enormous, if they are to produce the type of end-product that is envisaged and is so badly needed in the increasingly complex world of to-day. The concept of advanced education demands a revolution in the conventional learning-teaching process. This in turn will demand a revoluation in the contribution of the library, which is part of the learning-teaching process.[1]

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[1]See Bryan and Hean. "The Function of the Library in a College of Advanced Education." pp. 36-37.

Subsequently (on page 38), after noting that the Advisory Committee had recommended that senior staff should have a refresher training in educational methods, Mr. Bryan and Miss Hean go on to say:

> However, even the colleges which make provision for some form of teacher training do not appear to be taking the lead in investigating and developing the sort of teaching methodology that will produce the type of professional man the Wark Committee envisages - one who not only possesses a knowledge of his subject but who can think for himself and act upon the results of his thinking. Though there is undoubted use in colleges of advanced education of seminars and assignments requiring varying degrees of independent work on the part of students, particularly by individual lecturers, there is no evidence of an overall change in educational policy regarding teaching method. This still remains basically that of lecture plus assignment, which in the universities, with their problem of increasing numbers of students, has thrown intolerable strains on libraries and resulted in the provision of "closed reserve collections", which are massively used by undergraduate students, in all too many cases to the exclusion of almost everything else in the library. And this in the guise of education!

This point made by Mr. Hughes, and endorsed by Mr. Bryan and Miss Hean, is, in effect, the fundamental one that, as we become more mature, an increasing part of our learning should be self learning.[1] The process of change in the direction of self learning should be progressive and begin at an early stage in a child's schooling. As Arnold Toynbee puts it, "intellectual independence at the earliest possible age should be the objective of education."[2] But Mr. Bryan and Miss Hean do not go on to examine the nature of self learning among adults. Nor do they endeavour to assess the need for cooperation from institutions of learning. This is not surprising. There has been very little study of adult self learning. But what research has been done plus one's own experience and observation make one thing clear. It is that, while there is, in our society, a need for "remedial" adult education for those who have not had the benefit of an "advanced education", or have not

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[1] This prompts me to return to our discussion of terms and to observe that since adults think of themselves as people learning rather than as people being educated, the term "life long learning" is generally more acceptable to them than either "adult education" or "continuing education."

[2] See "Campus 1980". Eurich (Ed.)

made the most of their opportunities, these people are a minority of those who seek education in their adulthood. The conclusion of a comprehensive research survey undertaken in the United States of America by the National Opinion Research Center in 1962 was that the great majority of those who sought further education were the already educated and the more successful.[1] Alarmingly, but inevitably, this appears to be the trend in Australia also. Moreover, my own close observation, of the extension programme at the University of New England, over a period of seventeen years, suggests that the hard core of our clients, the people who have given weight, continuity and substance to our programme, and enabled us to make an impact through it, have in fact, been self learners: people who, having already acquired the habit of independent study and enquiry (either in their youth or later in life), feel the need to supplement their private study by working with other people with similar interests at workshops, seminars and summer schools and in small study groups.[2] This is, I think, a pointer to the pattern and quality of future demand. If, as a result of today's increasing participation in higher education by young people, we are able to substantially improve the learning habits of the adult population of tomorrow (and this should be an attainable objective), we may expect, in the near future, a substantially increased demand from adults for educational services. We may expect this to be met by the provision of seminars, study groups, residential schools, library facilities, audio-visual learning equipment, correspondence and programmed courses, radio and television programmes and, most important, inspiration and counselling. Since our colleges of advanced education will have helped create this increased demand, and will have many

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[1] Volunteers for Learning. Johnstone and Riviera. (National Opinion Research Center).

[2] By the term "self learner" I do not, of course, mean someone who learns in isolation from others. It is doubtful that anyone does this. I mean, rather, someone who shows himself to be capable of private study and enquiry, of taking the initiative as a student and of making judicious use of aids including dialogue with others, counselling, books, tapes, films, radio, television, laboratories, and workshops.

of the resources to meet it, it is likely that they will be invited to help satisfy it. And since they are "new" in the sense that, unlike our traditional institutions of higher learning, they are oriented towards the organization and application of knowledge, their response to this invitation could be exciting and important.

II. Some Approaches to Continuing Education

There is, of course, no guarantee of a response of this kind. And, perhaps, it would not be unfair to say that, apart from the favourable attitudes of some far seeing people, there is as yet not much evidence of it. But there can be no doubt of the challenge. It is a challenge, in the first place to our adult community, to face up to the problems which arise from technological change. Among these problems are those of managing our difficult Australian environment; controlling--in the interests of ourselves and posterity--the exploitation of our exhaustible natural resources; building and maintaining viable communities; ensuring that, in a time of great social and technological complexity, computers, data processing and the communications media are used to enhance rather than to detract from the individuality and dignity of man; helping adults to keep abreast of change in their vocational and professional fields; helping them, also, to adjust their systems of values and widen their horizons in order to cope with a larger world and make creative use of their increased leisure; narrowing the gap between the educational "haves" and the educational "have nots" in the community; helping special groups--such as the aborigines, or migrants, or youth, or the aged--to cope with their problems and become effective participants in a changing society; and developing viable international relations, particularly in education, science and the arts and particularly with the peoples of our near north.

Our adult communities are unlikely to face up to these problems unless they are able to rely on a measure of leadership from our institutions of higher education. And so the challenge is also a challenge to those institutions. It becomes increasingly clear that the real problems of our post-industrial, technologically advanced society are related to serving people and helping to maintain effective relations between them rather than to the making of things, and that we must look, for the solution of those problems, to those who organize knowledge rather than to those who pursue business interests for private gain. This gives (or should give) a new centrality to our tertiary educational institutions. It offers them a new role and with it a new importance in the adult world.

This role is the subject of this report. It is a helping role. It does not suggest that institutions of higher learning should make decisions for the communities to which they belong. But it does require them to help communities (and, for that matter, individuals) to make decisions for themselves. In a sense, it is as old as education. But it is new in the sense that it relates to the problems of a rapidly changing and technologically advanced society and requires of the institutions fulfilling it, not only that they concentrate much more of their efforts and resources on meeting the educational needs of adults, but also that they orient a considerable part of their teaching programme towards the on-going goals and problems of society rather than the traditional disciplines of the academic world.

Institutions of higher education in many developed countries--including Australia, Canada, the United Kingdom, Soviet Russia and the United States of America--have begun to take this role seriously. Their experience suggests that there are many approaches to it. In the notes which follow some of these approaches are discussed. Not all are, of course, relevant to all our colleges of advanced education, but each is relevant to some of them.

* Professional refresher courses for college staff

I mention these first because they are a logical starting point for our discussion. Many institutions first concede the validity of the concept of continuing education by admitting that their own staff have need of refresher courses, or of study leave, to enable them to keep abreast of developments within their fields.

* Opportunities for the study of continuing education

I shall deal with this question in greater detail later in this report. It is, however, a matter for early consideration by colleges which are involved, or about to be involved, in the education of adults. Two points should be emphasised. First, that those responsible for the formulation of general policy should have the opportunity of studying and understanding the role of continuing education in our kind of society. Second, that preparatory

and continuing profressional education are necessary for those who are engaged professionally in continuing education.

* Counselling services for adults

This is, obviously, a wise provision. The need is not merely for the provision of a counselling service in respect of the particular institution at which counselling is provided. What is needed is a general adviser who is well informed on the world about him and, in particular, on the learning resources available to the individual adult--whether it be by class attendance, correspondence, group discussion, private study with the aid of library material, radio course, language laboratory, or residential school. It is in the interests of the adult student that he should use the channel most appropriate to his needs, and it is in the interests of the college that the adults it enrols should be those most able to benefit from membership of its student body.

* The admission of adults to regular undergraduate type courses on the basis of their experience and competence as well as their academic attainments--rather than on the basis of academic attainments alone

This is a sensible provision, and it is not uncommon. On the other hand, instances of adults who are obviously capable,on the basis of their experience, of commencing a course of higher education being required to waste time on preparatory courses designed for adolescent students are sometimes encountered. Where there is any doubt about the fitness of the adult student for admission it would surely be sensible to provide for such things as provisional admission, special aptitude and achievement tests, and supplementary courses to cover necessary pre-requisites.

* Providing for "Recurrent Education"

The concept of "recurrent education" is related to the idea, put forward in the preceding paragraph, that credit should be given for experience and competence acquired in the world beyond the college or university.

The central idea is that the post-secondary student should intersperse periods of work experience in the world outside the college with periods of study within the college. He might, say, spend his first year outside, his second at college, his third outside and his fourth and fifth at college, and thereafter, a couple of terms in college at five yearly intervals--the exact pattern depending on the needs of the students and the requirements of the course he is doing. The probable advantages of a pattern of this kind will be appreciated by lecturers who have had responsibility for "sandwich type" courses in institutes of technology, or by lecturers in institutes of education who have noted how much more relevant the study of education is to a student after he has had some experience of being an educator. The pattern could also commend itself to the politician and administrator who is seeking a less wasteful and more purposeful plan for applying national resources to education. (Mr. Olaf Palme, Prime Minister of Norway, sees a system of recurrent post-secondary education as a possible answer to the problem of providing adequate post-secondary education in a country not materially rich. He thinks, also, that it would help "the student with educational neurosis and the working person with symptoms of stress to come to grips with their problems.")[1] And to those who see that, to be effective, education should be continuous with life, it has the advantage that the notion of continuity is built into it. Recurrent education could well be a pattern towards which the provision of post-secondary continuing education will approximate in the future. There is a very strong case for introducing it--at least, experimentally.

On the other hand, it is argued that a system of recurrent education would be expensive in that it takes workers from the job, after rather than before, they have reached maturity and a reasonable level of competence as workers. But if it served to improve placement, to make for greater flexibility of outlook and to do away with the blind and indiscriminate inflow of secondary school students to tertiary institutions, which is so much a feature

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[1] See Convergence, Vol. IX, No. 3.

of the contemporary education scene, it would go a long way towards making tertiary education relevant to today's needs, and would make for more sensible and economical provision. Whether it would do these things is not proven, but given imaginative leadership, it probably would.

* Part-time degrees or diplomas for adults through evening classes and externally

The policies of Australian institutions of higher education in relation to part-time students have been comparatively liberal, and, in the past, many Australians have gone on to notable careers after a period of part-time post-secondary education. In particular, provision for part-time study has been an important feature of our institutions of technical and technological education. Two things might, however, be noted. First that in its Third Report the Australian Universities Commission[1] expressed its dissatisfaction with the results of our Australian provision for part-time university study. Second, that Mr. H.C. Sheath, Director of External Studies at the University of New England, has shown that the performance of external part-time students at that University has been roughly equal to that of full-time internal students.[2] In this connection, it is relevant that the University of New England has taken its responsibilities towards its external part-time students seriously, requiring them to undertake special assignments by correspondence and to attend an annual residential school at the University, and providing them with lending library facilities, and the opportunity to work with their teachers at regional week-end schools.

The part-time student undoubtedly suffers handicaps. The fact that he usually carries two heavy work loads--his study load and his employment load--is often a major handicap. But the New England experience--and doubtless that of many other places both in Australia and overseas--indicates that the performance of part-time adult students is likely to be rewarding to those

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[1] Third Report of the Australian Universities Commission. August, 1966. (Commonwealth Government Printer)

[2] H.C. Sheath. External Studies, The First Ten Years (University of New England).

institutions which make a serious and imaginative effort to cater for the needs of such students. In this connection, it might be emphasized that there is still plenty of scope for experimentation research and development in our approach to the teaching of the adult part-time degree student. We have scarcely begun to explore the possibilities of such things as the "tutorless group," improved programming, courses especially for adults, the learning resource centre, the language laboratory, the use of radio and television and other developments in relation to the technology of part-time learning by adults.

* Degree courses especially for adults

At the University of New England, and at other Australian institutions of higher education, with which I am less familiar, particular care has been taken to ensure that degree courses taken part-time and/or externally are identical in content with those taken by full-time internal students.[1] This has been done with a view to ensuring that degrees taken externally are regarded as having parity with those taken by internal students.

But there is clearly a case for adapting at least some of the courses originally planned for adolescent students in order to make them more suitable for and acceptable to adults. And experience in the United States and the United Kindgom seems to indicate that we might go further and suggest that there is likely to be a strong demand for special degree programmes for adults. After expressing the opinion that the development of special degree programmes for adults has been one of the most appreciated innovations in continuing education in the U.S.A. since World War II, Thurman White says:

> The prototypes for a special degree program for adults are the baccalaureate program first offered by Brooklyn University in 1954, and the Bachelor of Liberal Studies, first offered by the University of Oklahoma in 1961. In the relatively short time from then to now, two incredible things have happened. First, the creation of special degree programs for adults has swept through the universities of North America with so great a momentum that nearly two hundred are presently enrolling students. Second, the special degrees are all so special that no two of them seem identical. This phenomenon has alerted the attention of some

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[1] The only exceptions to this general rule, of which I am aware, are courses in biology, provided from the University of New England for external students only. These were originally provided to meet the special needs of teachers in secondary schools who had no alternative to external study.

of the nation's most prominent higher education scholars and a formal study and observation has been financed by the Carnegie Corporation of New York. The study group is called "The Commission on Non-Traditional Study". While the study is under way, and while awaiting its definitive statement. the following informal observation may be useful. Although the special degree programs are developing with marked individual uniqueness, for the most part they seem to have the following characteristics in common:

1. build on previous learnings of the students;
2. allow the student to proceed at his own rate of learning;
3. bring professors into the classroom at times and places convenient to the student;
4. encourage students in the systematic study of individual concerns;
5. place heavy responsibility on the student for independent effort;
6. satisfy the special requirements of external publics, e.g., employers, certifiers, accrediting associations;
7. have standards and examinations of student performances set by a responsible faculty;
8. provide for extensive individual student guidance;
9. use assessment procedures which include appropriate national norms;
10. employ the teaching talents of external colleagues. [1]

And the United Kingdom, which has hitherto made surprisingly little provision for adult part-time study in degree programmes, now has the Open University, an institution which provides degree courses especially for adults. The Open University's interest in new approaches to adult education and its heavy emphasis on the use of radio, television and published courses are hopeful signs for the future and could inspire interesting developments elsewhere. It is, of course, too early to pronounce judgment on the Open University. But the evidence suggests that its first year was very successful, and it is not without significance that it is now far and away Britain's largest university. The distinctive thing about it is that it was established as a university to meet the needs of adults. Recently it has been under pressure to admit a first intake of 500 18 year olds straight from secondary school. But it has, so far, resisted this pressure and remains one of the few institutions of higher learning that regards the education of adults as central to its purpose rather than a marginal extra. For this reason it has especial relevance to this Report.

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[1] Thurman J. White, op. cit.

* Arrangements designed to help adults to keep abreast of advances in their professional fields

Some aspects of the problem of keeping abreast of developing theory and practice in professional and paraprofessional fields have already been discussed.[1] Even where the practicioner is relatively skilled in the handling of the sources of information, it is still necessary to ensure that he has access to the relevant information, some guidance in the practical application of it and the opportunity to exchange ideas with others working in his field. Because they have teaching facilities (e.g., laboratories and seminar rooms) and expertise, both in subject matter and andragogy, the colleges are obviously in a strong position to help. It is true that the roles of employing organizations, professional organizations and the colleges in respect of professional refresher activities call for careful definition. But there is no doubt that the colleges have an important role to play in this area and that it is to their own advantage that they should not abdicate their responsibility for it.

* Faculties for retraining

The anticipated rate of technological change is such that, in future, many workers are likely to find their specialised skills no longer required, and some, no doubt, will need to change their vocations more than once in a lifetime. It is desirable, therefore, that the initial post-secondary course of education should give the graduate the skills and flexibility of outlook that he will need to adapt himself to change. It is desirable, also, that he should have the benefit of continuing education in his general area of interest and that our colleges should be in a position to provide for retraining when necessary.

It may be noted that one important group of adults requiring retraining are middle aged women who wish to return to employment outside the family after their children have grown up. Another group are men on the land, who

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[1] Pages 12-14 of this Report.

find it necessary to leave a vocation of long standing because of the current rural crisis.

* "Informal" courses for adults relating to the family and personal life of the individual and to his (or her) leisure time and the problem of aging

The activities I have in mind are "informal" as distinct from the "formal" courses leading to a degree or diploma. They are "liberal and non-vocational" in the sense that those who attend are generally following a cultural or personal interest rather than seeking to further a vocational qualification or competence. They aim to contribute to the development of the individual as a human being, rather than simply as a specialist in this profession or that. But this does not, of course, mean that the individual does not benefit also as a specialist. Professional people are likely to perform better as professionals if they continue to grow as intelligent and imaginative human beings.

In a nutshell, the justification for continuing education of this kind is threefold: one cannot hope to cope with the adult problems of an adult world--problems relating, for example, to marriage, the family and working in cooperation with other adults--on the basis of the education one obtained as a youth, without experience of adult problems; one cannot hope to cope with life in a changing world if the world one understands is the world of ten or twenty years ago; and one cannot afford to forget that, for better or worse, development continues with life, and each stage of development confronts the individual with new problems, new opportunities and fresh challenges.

The need for this kind of continuing education becomes more apparent as technological development brings the prospect of increased leisure nearer to the individual, as the increasing life span of the individual and the changed nature of our society increase both the likely period of retirement and the problems that go with it, and as, with increasing affluence and an increasing capacity to produce things, we tend to place a greater emphasis on the quality of life and on relationships between man and man.

Thus, there can be little doubt that continuing education of this kind is becoming much more important to us and that its importance is coming to be recognized. Nor can there be any doubt that, among institutions of higher education, the colleges of advanced education, with their emphasis on the application of knowledge and participation in the arts, are in a particularly strong position to give us much of the leadership we need. For example, it would not be unreasonable for adults to look to teachers' colleges to help them in their study of children and the family, to college departments of music or conservatoria of music to help them to develop a love and understanding of music, to college departments of art to help them develop their understanding of the plastic arts and to the colleges, as a whole, as places through which they may be helped in their quest for self expression.

* Educational programmes of interest to man as a citizen and a member of a community on issues of local, national and international importance

It is particularly through programmes of this kind that our colleges are likely to establish a really dynamic relationship with their communities. As I have already emphasized, our institutions of higher education are in a strong and central position to help our communities to come to wise decisions in relation to the many vital issues--such as pollution, inequality of opportunity, domestic poverty and the widening gap between the "have" and "have not" nations--with which a developed and rapidly developing technology confronts us. To do so they would need to undertake and run such things as interdisciplinary problem oriented workshops, seminars and conferences and to produce educational publications and materials especially for adults. This is a role to which our traditional institutions, habituated as they are to well ordered instruction within the boundaries of a discipline, are not accustomed and they have not found it possible to give it a high priority in their thinking and programming. But it is of crucial importance that it should be taken very seriously by some of our institutions of higher learning. Otherwise there is little hope that "we the people" will have much say in determining where the present technological and social revolution is taking us, or

for that matter of knowing where we are going. The case for the involvement of our colleges in advanced education of the kind envisaged in this paragraph is simply that if, as has been agreed, "their involvement is with technology", it would be both illogical and uncomplimentary to think of them as not being concerned with the technology necessary to face up to the human problems of a technological age. For their involvement with technology is surely not limited to the technology of making things.

* The preparation and provision of materials for continuing education

I have in mind not only the preparation of materials for use by the college producing them, but also that colleges might prepare material for use by study groups and individuals beyond the campus, and that they might also act as lending centres for such materials.

The question of preparing and providing educational materials for continuing education calls insistently for our attention. It is not only that we are currently faced, on the one hand, with a rapidly increasing and very varied body of adult learners, and, on the other, with vastly expanded and very exciting opportunities for technological advances in the provision of continuing education. There is, also, the very important consideration that the provision of appropriate educational materials is of crucial importance to the many Australian adult learners, who live and learn in sparsely populated areas at a great distance from centres of learning.

The business of learning would be very much simplified for many people, and the cost of providing education very much reduced, if a wide variety of carefully prepared and thoroughly tried and tested learning material were made available to adult learners and adult education bodies either for purchase or on loan. In this connection, the decision of the Open University to make the books and tapes and laboratory equipment used in its courses available for sale to the other education authorities and to the general public is surely a move in the right direction.

* Learning resource centres

The provision of a centre, at which adults could have the use of books, language laboratories, craft equipment, cassettes, films and so on, the opportunity to borrow books and other materials and the advice of an educational counsellor, is a sensible way of enabling adult students to help themselves. Such a centre might be established on the college campus, or "downtown", or at a regional centre. The regional learning resource centre could be a particularly valuable acquisition to a rural area. Such centres might well be established as a part of a national or state plan for decentralisation and regional development.

* Residential centres

The residential centre providing facilities for adult residential schools, seminars and conferences varying in length from a week-end to several months has become an accepted part of the adult educational scene in many countries. One important result of the upsurge of interest in adult education in the United Kingdom immediately after World War II was the beginning of a movement to establish residential centres for adult education, often in what had been,in pre-war days, stately country homes. This process has gone on and, today, there are residential centres for adult education throughout the length and breadth of the land, some attached to university departments of adult education, and others to local education authorities. Other countries have similarly interesting stories to tell. The residential folk high schools of Denmark, for example, were established long before the United Kingdom developments to which I have referred, and, indeed, gave considerable inspiration to the movement for residential adult education in Great Britain and in many other places. The first university-attached adult residential centre in the U.S.A. was established at Minnesota in 1934. In 1951 with the assistance of a grant from the Kellogg Foundation a residential centre for continuing education was established on campus at East Lansing by the Michigan State University. In the following years eight

other American institutions of higher learning--including the California State Polytechnic College--established substantial residential centres with Kellogg aid.[1] The success of these Kellogg assisted ventures, was such that the idea behind them came to be firmly accepted. "Now more than one hundred residential centres for continuing education are operated by North American universities. A rough guess is that another hundred are in the planning stages. The educational landscape is permanently altered."[2]

The residential centre idea has caught on because it fills an important need. The opportunity to go into residence for a period of education is valuable, not only because it enables the student to escape from day to day preoccupations and concentrate on study, but also because, if he is a serious "self learner," it gives him an opportunity to balance his private study with face to face communication with fellow students and teachers and thus give greater depth and meaning to his study programme. We should today be developing innovative patterns of learning in which the use of radio, television, correspondence tuition, cassettes, small group meetings, local community schools, and private study is supplemented by occasional periods of learning in residence. But we are moving all too slowly in this direction. We have had nothing in Australia to correspond with the movements towards residential colleges in Britain, or residential centres for continuing education in the United States or folk high schools in Scandinavia or even the vidyapeeths of India. In some places, at the University of New England, for example, some use has been made of residential accommodation during vacation for adult schools. But only a small fraction of the available residential accommodation in our institutions of higher learning is used during vacation for continuing education.

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[1]The American centres are large well equipped places with restaurants, lecture and seminar rooms, provision for stage and cinema performances and up to date hotel type accommodation for several hundred people. The Center at Michigan State, for example, has 193 "doubles with bath," 12 "singles with bath" and 3 "suites with bath."

[2]Thurman White, op. cit.

The whole question of providing residential centres for continuing education is one that the authorities responsible for planning the development of our colleges of advanced education should consider. If one of our colleges of advanced education were able to develop a residential centre similar to, say, the Banff School of Fine Arts in Canada, it would perform an important service for the nation and enhance its own stature.[1] Colleges with residential accommodation--particularly rural colleges--should be able to develop vacation residential programmes for adults not unlike those developed at the University of New England.[2] But it is highly desirable that the colleges should plan their buildings and their resources to meet their present and future residential needs. Numerous aspects of their programmes and their possible future programmes could benefit from the sensible complementary use of residential education. These include, for example, sandwich courses (particularly for country students), professional and paraprofessional refresher activities, external studies by correspondence, recurrent education, community leadership activities, small group discussion work and a wide variety of community oriented programmes for adults.

* <u>The use of college facilities (for example, libraries, halls and laboratories) by industry, commerce and community and the use of community, industrial and commercial facilities by the college</u>

The advantages of a sensible sharing of each others facilities should be obvious. The facilities potentially available from communities, industry and commerce are by no means negligible. Two points may be noted especially. The first is that, in many parts of Australia, there is a fairly solid tradition among education and community bodies of not sharing facilities: school is from 9 to 4 and what belongs to the school is for the children. The second is that the idea of sharing should begin at the planning stage. Community and college should plan together in regard to the future building of halls. The

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[1] The Banff School is an adult residential centre with a high concentration on the fine arts but it also works in the field of administration.

[2] It has been suggested to me by several people that there are many aspects of the New England programme that should be of interest to those planning work for adults in our colleges. I would agree with this and have, therefore, included a brief description of the programme as Appendix A.

provision of college laboratory facilities should be related to an overall plan for regional, economic and social development. The case for government assistance to industry (for example, from departments of decentralisation) should be related to the ability and willingness of the industry concerned to cooperate in the development of education. The case for the establishment of a college should be related to the ability and willingness of the community to support it.

* College cooperation in community arts activities

I have in mind such things as celebrity concerts, festivals of the arts and continuing participation, both on the campus and in the community, in music, painting, sculpture, pottery, weaving and other creative arts. In an age when large organizations, aided by machines, provide so much of our day to day necessities for us, the need to provide people with the opportunity for creative activity is important and often urgent. In this area the college is likely to be only one of a number of organizations each with its own special interests and capabilities. It will often, by reason of its human and material resources, be in a position to give the lead. A short season of Shakespeare, or of Australian drama, or chamber music, or a series on musical appreciation given in the college hall may, for example, arouse community interest and inspire strong community support. Having a college may make all the difference to the development of the cultural arts in a community. But it may sometimes happen that leadership will come from groups outside the college. For example, if a college is highly specialised or in danger of becoming narrowly "academic", wise management might well look to cooperation with community groups, capable of giving leadership in the arts, as a means of enriching college life.

* Participation in regional development

This is a subject of particular importance to colleges in rural areas. Government authorities and others concerned with the problems of decentralisation (or regional development) in Australia are well aware of the important

contributions that post-secondary educational institutions might make to regional development. There is, first, the fact that the college itself may be regarded as a decentralised enterprise and its growth may have an important influence on the growth of the centre in which it is established. But, more important, the college may perform an essential role in regional development, not only by providing tertiary education which has relevance to the training needs of the area, but also through the provision of research and extension activities related to regional development.

It is, of course, by no means certain that colleges will contribute to regional development. Colleges in the country could become "culture compounds in the country" disoriented from their surroundings and, in this event, their principal function could be that of serving an advanced technological society by facilitating the movement of bright young people from the country to suitable employment in the city. Our colleges are unlikely to make a significant contribution to regional development unless there is an over-all plan for development and the role of the college is clearly and imaginatively related to it. In New South Wales, for example, the Minister for Decentralisation has recently announced a plan under which nine regions have been named for the purpose of regional development. It seems clear that each of these regions will need to have the cooperation of an institution capable of assisting it with training, research, advisory services and extension relevant to its programme. It would seem sensible, therefore, for each regional development unit to have a satisfactory working arrangement with an institution of higher learning, preferably one within its own region. And on their side it would be wise for such institutions of higher education to be well equipped to further the study of the problems of regional development.

* Participation in community development

The question whether institutions of higher education should be involved in formal programmes of community development is often discussed. The real question relates to the nature and extent of their involvement. It

is obvious that institutions of higher learning should not dictate to communities or community organizations in regard to the decisions they take on their developmental problems. It is equally obvious that it would be unwise for such institutions either to exercise undue influence on community decision making, or to identify themselves with community decisions over which they have no control. But it is, surely, legitimate for an institution of higher education to assist a community, or community organization, to get to know itself and its problems better by means of a programme of self study, and this is precisely what college involvement in community development has meant in those places where it has been put into practice successfully.

The results of such college involvement are often very encouraging indeed. It should not be necessary to labor the point that communities are likely to handle their developmental problems more confidently and intelligently if they have studied them and are continuing to study them, and that they are likely to study them more effectively with college cooperation. Nevertheless, if the college is to be involved in community development, it is important that its role--as teacher--should be defined carefully. And it should be clearly understood that the college's principal concern is with the development of people.

The role which colleges might play in community development is a sensitive one. It becomes increasingly essential as the issues facing communities become more complex. And, since it is an educational role which could hardly be carried out except by an educational institution committed to objective study, it is not a role which our colleges should dismiss lightly.

* The provision of leadership to other organizations

Mention has already been made of the need for colleges to see that their own staff members have the benefit of training in continuing education and are kept abreast of developments in that field. Since it is highly desirable that theory and practice in continuing education should be related to each other, I should like to go a step further and suggest that all colleges engaged in the teaching of adults should have some measure of participation in research, experimentation and training in continuing education.

Some colleges, by reason of the excellence of their work in continuing education and/or their special competence in education as a field of study, are in a strong position to help other organizations. They could do this in a number of ways: by giving advice; or by applied research aimed at, say, the evaluation of programmes; or by providing facilities for the study of continuing education to those who are about to enter the teaching profession--in elementary, secondary, tertiary or continuing education--or to those who have already entered it, or, for that matter, to those who have no intention of entering the teaching profession, but are concerned with continuing education either as community leaders or as individuals.

In their provision of research and training in continuing education our colleges would do well to think of themselves as serving a wide clientele. In the course of preparing this report, I have been reminded forcefully, on several occasions, that, if we are to lift our level of performance in continuing education, we cannot afford to limit our work in research and training to those who are engaged, or about to be engaged, in full-time professional work in continuing education. As the head of a school of education has reminded me, all primary school teachers should understand what continuing education is all about. For one thing the primary school teacher might well be required as a community leader to help in planning community programmes of continuing education. For another, unless he knows something of continuing education he is not in a position to prepare his pupils for it. And for yet another, if he is familiar with the general principles of continuing education he is in a better position to plan his own continuing education.

This is not, of course, to single out the primary school teachers for special attention. Similar arguments could be advanced for the involvement of a wide variety of people--academics, professionals, businessmen and so on--in education about continuing education. Nor should we lose sight of the fact that a wide variety of institutions is today engaged in continuing education, and that these institutions have need of assistance in the form of consultation,

evaluation and training: assistance that our universities and colleges are, by reason of their resources and general purpose, best fitted among the institutions of our society to provide.

* Experimentation and innovation in adult education

It is important that we should encourage innovation in continuing education. Our colleges of advanced education are concerned with the organization and application of knowledge. Theirs is a creative business calling for originality and imagination. They are, at present, engaged in planning their own future and, with it, a new approach to higher education. Given all this, and emphasising, in particular their concern with the application of knowledge, it may not be unreasonable to look to them as potential innovators in the technology and practice of continuing education.

In the foregoing paragraphs I have suggested some ways in which colleges might approach the business of assisting adults with their learning programmes. Earlier--in Section I--I suggested that if colleges are to have the maturity of outlook they need in order to be viable in today's complex world they must be involved in the education of adults. To those with first hand acquaintance of higher adult education, there will be no need for me to labor the point that to be engaged in one or other of the wide varieties of adult education, suggested by what I have written above, is likely to be a maturing and inspiring experience for both teacher and taught. Where programme and purpose are serious the adult student is likely to be a much appreciated student, his teacher a much appreciated teacher, and the level of dialogue between them very satisfactory to both. To observe the intellectual excitement of a residential school for external students at an Australian university, or to hear, reliably, of similar reactions among students and staff from Britain's Open University is eloquent confirmation of this. And to observe the teachers of a college or university in converse with adult students,who have a work-a-day responsibility--perhaps at a senior level--for the matters under discussion,is to get the distinct impression that teachers and teaching are being extended in a very desirable direction.

III. Some Problems to be Faced

Having looked at some of the possible approaches to continuing education, it now behoves us to examine some of the problems which our colleges of advanced education must face, if they are to contribute to the development of continuing education in Australia. The notes which follow deal with what are to me some of the more obvious of these problems. Further discussion with staff and students would, no doubt, bring further problems to light. But, in our concentration on the problems to which I shall refer and those which others may suggest, we should not forget that these are problems to be solved: in most instances, challenges to which the colleges themselves, are capable of providing effective answers.

* The problem of the gap between the "haves" and the "have nots"

We have done very little research into adult education in Australia. But observation of the position here and a knowledge of the findings of research workers elsewhere enable us to describe trends with reasonable confidence. Our adult students are typically comparatively young, well educated and successful, or on the way to success. They are, for the most part, interested in applying their skills as learners to the demands of adult life rather than in the extension of a formal education. To increase the proportion of the adult population numbered among these modern day adult learners must be one of the principal aims of any enlightened education system, and, with today's vastly increased and increasing intake into post-secondary education, we must expect, in the near future--if our post-secondary work is of good quality--a vastly increased pool of adults able and anxious to continue their learning in a systematic way. It seems almost inevitable that governments will find themselves responding favorably to the demands of such people for continuing learning facilities. If they do, they should be applauded for doing so. But, at the same time, we should be awake to the danger of providing for the continuing education of those who are equipped to continue, without,at the same time,doing something for those who are not so well equipped. For the inevitable result of this would be a widening of the gap between the "haves" and the "have nots," that is between those who

are achieving success in life and learning and those who are not. We must, therefore, heed the problem of the "have nots." The problem may be seen as that of providing adults whose learning skills are not already well developed--for example, late developers or socially deprived people--with opportunities to equip themselves to join the ranks of the adult continuing learners. But we should not see it as simply a problem of providing access for additional adults to an elite group. If we are to avoid the evils of a widening rift in our society, our aim must be to ensure that the great majority of our adults enjoy the satisfaction and sense of power that comes from having learning skills and applying them to the problems and interests that concern them as adults. This is, of course, not a problem in regard to which educational institutions--including colleges of advanced education--have a monopoly of concern. It is a matter for society as a whole. But we need to know what part various educational institutions are likely to play in relation to it. Our colleges of advanced education in common with other institutions of higher education will, without doubt, be hard pressed to meet the demands of a continuing influx of students including, one would hope, a growing number of adults, who may be regarded as typical of today's adult student in that they have already acquired learning skills, and are anxious to apply them to their day to day problems and interests. But it would be unfortunate if their preoccupation with the needs of the adolescent undergraduate and the already well equipped adult student were to prevent our colleges of education from providing assistance to those other adults, who are often stigmatized as "beyond the potential audience for adult education" or "belonging to the apathetic masses." I would not suggest that the colleges alone should assume responsibility for this section of adult education. For one thing, the numbers are large: the people I have in mind are the majority of our adult population. And for another, as their interests and problems are widely varied, to deal with them adequately would mean using the resources of many organizations. But I would suggest that the colleges should play their part, and that, given the will and the resources, there is every prospect of their playing it successfully. This is not naive optimism on my part. For experience and sober observation have

convinced me that adults enjoy learning, and that they cease to do so only when the facilities for learning are wanting or other obstacles get in the way. And since, as I have tried to indicate in Section II of this report, there are many approaches through which our colleges could stimulate educational activity in our communities, it is open to them to help develop and maintain a wide variety of talents and interests in diverse fields, not only among the already "educated," but among the population as a whole.

The role which our colleges of advanced education play in relation to the gap between the "haves" and the "have nots" will be determined very much by the image they have of themselves and the attitudes which members of the public develop towards them. An Australian adult educator, who has an intimate knowledge of the Colleges of Applied Arts and Technology in Ontario, Canada (institutions which may be regarded as counterparts of our own C.A.E.'s) writes as follows:

> CAE involvement is the best stimulus I know for the creation of new programs and for the continuing modification of existing programs to fit new realities; the universities because of their public image have been almost totally unsuccessful in involving adults of low educational attainment in continuing education. I think the new C.A.E.'s can do this, if they move quickly and decisively to prevent the development of a middle class image in the public mind.[1]

In similar vein, Dr. Gunder A. Myran of Michigan State University writes:

> The basic conceptions of the community college represent the antithesis of educational elitism often associated with higher education in America. The very core of the community college philosophy is a commitment to every citizen--to expand post-high school educational opportunities to persons at all socio-economic levels and to all segments of the population.
>
> This commitment to the education of all citizens is expressed in the community college through a matrix of service from formal degree programs to participation in city improvement projects. Bus drivers, factory workers, clerks, secretaries, policemen, farmers, janitors, and carpenters are served as are their sons and daughters. ADC mothers, unemployed and underemployed adults, and high school dropouts are served as well as business executives, engineers, teachers, lawyers, doctors, and their sons and daughters.[2]

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[1] Dr. D.P. Armstrong, Dean, Creative and Communication Arts Division, Humber College, Toronto, Ontario in a comment on this report in its interim form.

[2] Gunder A. Myran. Community Services in the community college (American Association of Junior Colleges).

I think it is inevitable that our C.A.E.'s will come to be involved in continuing education of some kind. The question is whether, in their involvement, they will be narrowly elitist in the sense that they confine their efforts to those "already educated," or elect to develop the potential for learning, for understanding and for communication, cooperation and self-expression wherever it may be found. If they opt for the latter alternative, they will, of course, be choosing the more difficult and challenging option. But, if they pursue it with dedication and imagination, they are likely to make a contribution of incalculable value to Australian development and well being.

* College attitudes towards continuing education

The first essential for successful college participation in continuing education is that principal and staff should understand the concepts of "continuous" and "continuing" education and accept that the college has a role in continuing education. As I have already suggested, to accept such a role is to accept a challenge and a difficult option. As the Director of Further Education for a London County Borough put it to me, it is much easier for a college to attend to its regular degree or diploma work, following ordered courses within the disciplines on a "nine to five" basis, than to have to be bothered with the business of thinking up and arranging programmes to meet the special but changing problems and interests of the adult community. In the circumstances, a real measure of staff dedication is necessary for success. But though, in the final analysis, it is the attitudes of staff members that matter, the attitudes of the principal and the policy maker are of crucial importance. A university or college with a high reputation for its work in continuing education generally has to thank the influence of a present or former vice chancellor or principal for this. And the general state of development of higher adult education in a nation may often be explained by the attitude of a national body. Thus, a recent rather dramatic increase in the number of Indian universities involved in continuing education may be traced, directly, to a policy decision of the Indian University Grants

Committee to encourage universities to interest themselves in continuing education. And the decision in 1966, of the Australian Universities' Commission not to support university adult education, even though it was rejected by the Commonwealth Government, served to spread doubt and uncertainty about the future of Australian university continuing education, and almost certainly inhibited its development. The position is that, whatever their understanding of the position, however perceptive they may be about educational goals, staff members are unlikely to undertake the difficult and delicate task of providing for the educational needs of adults, unless they are assured of the encouragement and support of the college principal and the college governing body. And no matter how willing the principal and council and the college as a whole may be to implement programmes of continuing education, the college is unlikely to proceed with confidence on a difficult and demanding (though challenging) option, if it knows the state and/or national authorities, upon whom it depends for funds, do not support it. It may be expected, therefore, that the attitudes of our colleges of advanced education towards continuing education will be influenced strongly by the general policies of the Australian Commissison for Advanced Education and the State Institutes of Colleges or Boards of Adult Education.

Observation of the position over a number of years leaves me in no doubt of the fact that staff and institutional attitudes have militated against the development of higher adult education in Australia. In some of our institutions of higher education adults are already a majority of the study body, and if there were a general acceptance of continuing education as an essential function rather than a marginal extra, it is probably that a majority of our colleges and universities would have a majority of adult students among their students.[1] But those institutions, which already have a majority of adults among their students, often seem reluctant to admit it even to themselves, and those, who do not, have adopted policies which seem caldulated to avoid

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[1] But this would not necessarily mean that it would be necessary for them to allocate the greater part of their funds to continuing education.

the possibility at all costs. This is unfortunate. As long as our institutions of higher education continue to regard the education of adults as a marginal extra they will pay scant attention to it and their programmes for adults will remain under-developed, insecure and amateurish. But if, in some institutions, there were an attitudinal break through, fears of an adult invasion were cast off, and the continuing education function accepted as a primary concern, those institutions would be in a position to develop a new dimension and face the world with a new confidence and renewed inspiration.

A question which exercises many minds is whether such a break through is possible. Some take the view that the only satisfactory way to provide for the higher educational needs of the adult population is through institutions which, like the Open University or the residential adult colleges of the United Kingdom, are designed and established especially for adults. Otherwise, it is suggested, higher continuing education will always remain a marginal concern of institutions which see their primary purpose as the education of the adolescent. Others--and I am of their number--take the view that, while the great value of teaching institutions especially for adults is granted, it would be unreal, in terms of our use of resources, and unwise, in terms of our educational aims, to think of the great bulk of our universities and colleges as not serving the needs of both adults and adolescents.

It is often difficult to bring about attitudinal changes in established institutions and systems. But it is less difficult at the beginning, or in the early stages of development to introduce new ideas. My discussions lead me to believe that there is considerable support within our colleges of advanced education for programmes of education for adults, and that, provided it is encouraged at this early stage of development, this support could become a major force within the college systems. But there is a need for understanding and for the development of ideas, and, to this end, I should think the first need is for seminar type meetings between principals, with leadership coming from State authorities. Later, there should be much soul searching,discussion and planning by members of staff with the active cooperation of community leaders from beyond the campus.

* Research

Very little research in continuing education has been undertaken in Australia to date. No systematic large scale surveys of provision or clientele--comparable to, say, the National Opinion Research Center's Study of the Educational Pursuits of American Adults--have been undertaken, and the first and only Ph.D. degree for research in adult education conferred in Australia was conferred on Dr. Derek Whitelock at the University of New England in 1971. It would be foolish to pretend that we do not have sufficient knowledge of adult demands and needs to enable colleges of advanced education to plan worthwhile programmes of continuing education. But it would be dishonest not to admit that we would be in a much stronger position to plan and develop if we had the benefit of more adequate research findings. The need is for research into: (1) the extent and nature of present provision; (2) the characteristics of our adult learners and the extent to which their needs are being met; and (3) the effectiveness of present approaches to adult learning.

It would be in the interests of those responsible for planning the development of our colleges of advanced education, at both the national and the state level, to press for a national survey of provision in continuing education. And it would seem appropriate for colleges to undertake surveys of the educational interests of adults in their areas (in both the subject matter and the geographical sense), to check on the existing provision for those needs, and, in developing their own programmes, to include adequate arrangements for programme evaluation.

* Training and recruitment

Professor Paul Sheats, Dean of Extension at the University of California, visiting this country in 1959 remarked on "the discouraging absence of opportunities for the graduate preparation of adult educators."[1] Since then, the position has changed but little. This, plus the limited extent of our development

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[1] Paul H. Sheats, A Report on University Adult Education in Australia and New Zealand (Chicago: Center for the Study of Liberal Education for Adults, 1960).

of higher adult education in Australia in the past,[1] means that the availability of qualified staff, with experience of Australian conditions and needs, could be a factor limiting the development of college continuing education for some time to come. No doubt the problems will be met by appointing persons without academic qualifications in adult education to key positions in the field. But this makes the case for the provision of facilities for professional education--for such people and for people who contemplate entering the field later--all the more urgent. There is a need for the provision of high level post-graduate professional education and it would be sensible to equip a limited number of institutions to meet this need by means of both internal and external courses. In addition, a wide variety of preparatory and refresher type courses is required in order to meet the training needs of full-time (graduate and non-graduate) professionals, part-time teachers of adults and voluntary workers in adult education. These courses should be widely available, and since there is merit in maintaining a close association between research and training, on the one hand, and practice, on the other, there is a strong case for making them available from colleges which have, themselves, embarked on programs of continuing education: and the case for doing so is strengthened if the college has a school of education. In the circumstances outlined in this report, to expect that the colleges of advanced education should, themselves, provide some of the training facilities in continuing education, which we need so badly, is a very reasonable expectation.[2]

* Internal coordination

The problem of planning and coordinating the programmes of continuing education of a college or university is not always a simple one. Even without

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[1] The number of professional people working full-time in the field of higher adult education in Australia is approximately fifty, that is, less than the professional staff of a higher school serving a country town of about 8000 people.

[2] It may be noted that, in Australia, facilities for the training of one category of adult educator, the agricultural extension workers are more adequate than for adult educators generally and that training facilities are provided at several universities and agricultural colleges. Nevertheless, it is agreed by senior workers in this field that the development of training and research in extension remains a problem of great importance to the future of agriculture in Australia.

the stimulus of some central authority for continuing education within the college, departmental programmes are likely to appear and, sometimes, to flourish. But, in these circumstances, there is a danger of inexpert programming and promotion, wasteful overlap and duplication, uneconomical use of resources (including residential accommodation), failure to develop approaches appropriate to the education of adults and failure to develop those interdisciplinary programmes without which the adult programme is unlikely to make the dynamic impact on the community beyond the campus, which it must make if it is to serve both college and community as it should.

The ideal arrangement is one in which a single authority works in cooperation with all the teaching departments and faculties within the college--using a committee structure appropriate to the institution--to provide a coordinated programme of continuing education for the college as a whole. This "single authority" should respect the authority of teaching departments in their own subject matter areas, and be concerned not to threaten their sense of responsibility for continuing education or to dampen their enthusiasm or feeling of creativity in relation to it. But if it is to perform its function adequately, it must (in my view) be something more than just another department. It should have over-all responsibility for the college's continuing education programme, including both credit work for degrees and diplomas and non-credit activities. It should have expertise in, and responsibility for, research and training in continuing education. And it should be capable of developing and maintaining creative relationships between teaching departments in relation to interdisciplinary programmes of education for the adult community. If it is accepted that its responsibilities should be as extensive and important as I have suggested its head should have the status of deputy principal.[1]

* External coordination

The problem of coordinating the provision for continuing education on a state wide basis is not a simple one. The development of more adequate research

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[1] This is consistent with the practice in many universities in the U.S.A. where the head of extension is given the status of Vice-President.

and training facilities would help by promoting a greater exchange of ideas among the numerous authorities active in the field. But what is needed is more effective coordination of the activities of the public authorities--schools, universities, colleges, boards, councils and government departments --concerned in the field. For without some plan for coordination and development, individual institutions have difficulty in planning ahead with confidence, and what is everybody's business is, in fact, nobody's.

Four possibilities have been suggested: first, the establishment of a single authority to provide adult education; second, governmental control and coordination through a special department or authority; third, the development and coordination of adult education through a committee structure representative of both the teaching authorities and the communities concerned; and fourth, the establishment of an advisory body, at State level, to advise both the government and the teaching authorities, to identify areas in which there is a lack of provision, to stimulate development and to promote communication and cooperation among the providing institutions with a view to ensuring that the overall provision is relevant to needs, adequate and coordinated.

The notion that there should be a single providing authority for continuing education in each state would appear to be the idea put forward in the Universities' Commission resolution of 1966. It will be recalled that the Commission's proposal was that adult education should be either "based on colleges of advanced education" or "conducted by a state agency appointed for this purpose as in the State of Victoria." A glance at the Handbook of Australian Adult Education[1], which, despite the fact that its coverage is incomplete, lists 103 major organizations with substantial responsibilities in Australian Adult Education, indicates the drastic and unreal nature of the change which the Commission proposed. Indeed, it seems likely that the Australian position is not unlike that revealed in the National Opinion Research Center survey of the position in the U.S.A. which showed "that more adults study outside the regular school system

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[1] Handbook of Australian Adult Education, (Australian Association of Adult Education, 1967).

than within it--by a ratio of about two to one...(and) that 56 per cent of all studies involving attendance at classes, lectures, or group discussions took place in institutions whose primary functions were not education, such as churches and synagogues, private businesses, YMCA's, government agencies, armed forces and the community institutions other than schools or adult education centers."

In three Australian states--Queensland, Tasmania and Victoria--there are boards or councils of adult education. Each has made a significant contribution to adult education and each has a very general responsibility in the field. But despite the importance of the roles which they have fulfilled each of these bodies is, in fact, one among a number of providing bodies. None has a monopoly of provision. Similarly, the Open University in the United Kingdom, though it has a nation wide franchise and direct access to public funds, has no monopoly in its field, that of higher adult education. And just as institutions of higher education in the United Kingdom would not feel justified in neglecting the education of adults on the grounds that this function belonged to the Open University, so our Australian institutions of higher education should not feel justified in ignoring their responsibilities to the adult community because of the existence of a board or council of adult education. Nor should those of us who are concerned with the future of adult education in Australia feel that the existence of state boards or councils--in their present form--excuses us from the necessity of examining the very real problems of coordination that confront us. To talk of "leaving it to the adult education authorities" is a convenient but dangerous way of sweeping our problems under the table.

On the three other possibilities, I have mentioned, I have the following comments to offer. The second, governmental control through a special department, would be inconsistent with the ideas of autonomy in higher education and a free association between college and community,and unacceptable to college authorities. The third, the idea that adult education--and, one might add, community development--might be developed and maintained through a democratically based committee structure would, I think, be too cumbersome to work at the state or national level. But experience suggests, not only that it should

work admirably at the local or regional level, but also that, faced as they are with many potential providers of continuing education, (some with highly specialised interests) local communities are unlikely to develop programmes of continuing education to meet their own needs, unless they make use of a committee structure through which their own people are able to discuss and formulate their ideas, needs and plans. The fourth possibility, that of an advisory committee, could, I think, given suitable staff and direction, work very well at state level. I should see the committee as having sufficient expertise to enable it to give advice to individual authorities on the development of their programmes and to bring the various authorities together for cooperative planning. I should think of it also as an advisory body to government on matters of general policy and finance.

In sum then, my view is that, if we are to avoid the mistakes of the past, we should rid ourselves of the notion that continuing education is a matter for a single providing authority, and face up to the need to ensure coordination and cooperation of effort among a variety of authorities by (1) establishing at state level an advisory authority with the necessary prestige, independence and expertise to enable it to give authoritative advice, and (2) encouraging, at the regional and local levels, the development of programme planning committees representative of the adults and adult communities for whom programmes of continuing education are to be provided.

Until a plan for the coordination of activities is instituted colleges of advanced education are likely to be reluctant to involve themselves thoroughly in continuing education for fear that they might be trespassing on someone else's territory, and, in consequence, their programmes are likely to lack community relevance and impact. If, however, some such plan as the one I have suggested were adopted, colleges of advanced education could play an important role within local and regional committees and might well supply much of the "know how" and initiative necessary to establish such committees and keep them

alive. But to do this they would need to be both competent and confident in the field of continuing education and to see their own role in that field very clearly.[1]

* The provision of finance

This is often a problem in higher adult education. In those institutions which have taken their responsibilities for continuing education seriously, and developed worthwhile programmes, the obstacle to further expansion is usually a lack of finance. It is sometimes argued that since the adult can afford to pay for his education and is likely to value it more if he pays for it, continuing education should be self-financing. In reply, it is sometimes suggested that it is unfair to ask the adult tax payer, who has already met the cost of primary, secondary and higher education, to pay for his continuing education from his own purse. But neither this answer nor the original argument get to the heart of the matter. In this Report, I have tried to show that it is in the public, and the national, interest that we should involve a much larger proportion of our adult population in continuing education. To do this, finance will be necessary and, having regard for the size of the operation called for and the circumstances of the adults to be involved in it, it is clear that to think in terms of a self-financing operation would be quite unrealistic. To enable them to do what should be done in continuing education our colleges of advanced education must--as they do for their other teaching activities--look to government for finance. Harrassed governments may take some comfort from two things: first, that the average annual cost per adult student is, because of the nature of the adult students' involvement in education, likely to be very much less than the cost per student at any other level of education; and, second, that some funds are likely to be forthcoming for continuing education from other sources--including interested community

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[1] In making these proposals for coordination of effort I have not forgotten that some states are making steps towards the development of comprehensive state systems of continuing education. In South Australia, for example, a Department of Further Education has recently been established. Such developments do not, in my view, make machinery for coordination unnecessary. They should facilitate its operation.

organizations. But there is no escape from the fact that the great bulk of the cost of providing continuing education from colleges of advanced education must be met from the public purse. Unless it is, programmes of the size and scope we need are unlikely to get off the ground. In practice, if the college is, itself, convinced of the value of its programme of continuing education, the task of securing funds may not be as difficult as it might first appear. Indeed, examination of past experience suggests that many of the financial difficulties of programmes in higher adult education stem from the marginal importance given them by their parent institutions.

IV. Summary of Conclusions

This Report is, in the main, a statement of conclusions based on experience, observation, discussion and reading. It is, I hope, an expression of informed opinion, and it will have served its purpose if it proves useful as a basis for discussion by those who have the responsibility for making decisions in programme and policy in continuing education in our colleges of advanced education. My main conclusions are, in summary, as follows.

(a) Though the idea that education is continuous with life is coming to be widely accepted intellectually in Australia, it has, as yet, made little impact on our educational planning and policy.

(b) It might be expected that one result of the establishment of colleges of advanced education will be improved learning habits in the adult community, and that there will be, in consequence, an increased demand for adult education.

(c) The nature of the programmes of adult education that might be provided will differ with the different types of colleges of advanced education. But, in general terms, the colleges have a wide range of resources and interests and they could make an important and broadly based contribution to the education of adults. Moreover, since the primary concern of the colleges is with the application of knowledge in the day to day world, the provision of education for adults is consonant with their general purpose. Indeed, it seems clear that, unless the colleges are involved in the provision of adult education, they will be unable to fulfill their purpose adequately.

(d) There can be little doubt that the communities concerned and ultimately, the nation as a whole, are likely to benefit considerably from a substantial college of advanced education involvement in the education of adults. What is less obvious, but none the less true, is that, by establishing dialogue with members of the adult community through adult education, the colleges could give themselves the opportunity to work in greater depth, and to increase their own stature and standing beyond the level that might otherwise be possible. It is, therefore, very much in the interests of the colleges that they should participate in adult education.

(e) There was evidence of considerable interest in adult education among the teachers and administrators at the colleges which I visited in the course of my enquiries in Australia, and I should think that the potential for strong and imaginative leadership in adult education is good.

(f) There is ample evidence to show that our colleges of advanced education are, as yet, much less involved in adult education--particularly in community oriented adult education--than are such comparable institutions as the community colleges of the U.S.A., the colleges of applied arts and technology in Canada, or the recently established technologically based universities of the United Kingdom, for example, the University of Surrey or the University of Bath.

(g) However, given the extent and variety of the resources and interests of the colleges and the extent and importance of public need, a considerable growth of college involvement in adult education seems inevitable. But growth is unlikely to be as vigorous or as beneficial to community and college as it should be, unless it is planned with due regard for the need for finance, for staff specialising in adult education, for staff training and for the coordination of effort both within the campus and with other bodies providing adult education.

(h) One danger of relatively unplanned development in adult education is that institutions of higher education may find themselves providing facilities for continuing education, at public expense, for the educationally advantaged to the exclusion of the less educated, thus widening the gap between the "haves" and the "have nots" in our society. Colleges of advanced education are in a strong position to assist less educated adults to develop their learning skills and their capacities for self expression, and it is in the national interest that they should do so.

(i) As a first step towards planned growth, there is a need for discussion at policy level involving the college principals, State Institutes of Colleges and Boards of Advanced Education and the Australian Commission on Advanced

Education. After this, a clear policy statement of support from the Commission and the State Institutes and Boards would be a necessary prerequisite to worthwhile development.

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APPENDIX A

The following account of the work of the University of New England has been included at the suggestion of a senior educator after reading this report in its interim form. It is an excerpt from a paper presented by me to the Conference on Continuing Education and Universities in the Asian and South Pacific Region held at Madras, India, in December, 1970, under the joint auspices of the Indian Universities Association for Continuing Education and the University of Madras. The paper was published in "Continuing Education and Universities" (Indian Universities Association for Continuing Education, 1971).

A UNIVERSITY PROGRAMME OF CONTINUING EDUCATION

It is for each university to develop its own distinctive programme of continuing education reflecting its interests and circumstances and its relationships with the society of which it is a part. In this connection, the programme of the University of New England may be of interest, as an example of a university's response not only to its community, but also to a special circumstance, the handicap of distance in providing continuing education.

The university is situated in Armidale, a country town with a population of 17,000 in Northern New South Wales. It is hundreds of miles away from any large city. In the vast area of Northern New South Wales which it serves there are some well forested areas, some wheat farms, some sugar and tropical fruit farms, but, for the most part, the area is made up of sparsely settled and comparatively dry sheep and beef cattle country. There are no well developed industrial centres. The region is very much a rural area.

The university has a strong tradition of continuing education. It was established in 1938 as the New England University College, a college affiliated to the University of Sydney. The founding fathers were local people. A local family gave a site and a mansion as a nucleus for the college, and local people raised funds to contribute to the cost of its establishment. They had in mind a university which would serve the people of the region. The university was given its autonomy in 1954. Its first Vice-Chancellor, Dr. R. B. (now Sir Robert) Madgwick was a distinguished adult educator who had been the war time director of the very successful Australian Army Education Service. The staff of the new university saw continuing education as, among other things, an aid in developing a tiny university with something over 200 students into a major teaching institution. Leaders in the region continued to look to the university for educational leadership and gave it their solid support.

In the sixteen years since it was established, the University of New England has developed to the point where it has approximately 1,700 internal (mostly residential) under-graduate and post-graduate students, 3,000 external underOgraduate students and approximately 10,000 adult students working in informal continuing education. Since external students and our students in continuing education are all adults, the overwhelming majoring of our students are adults. This, in my view, is likely to be a source of strength rather than weakness to the university. And it could

well be a pointer to the future.. For if we take the idea of continuous education seriously, our universities will, in future, have at least as many adults as young people in their student bodies, and, as a result, achieve greater stability, effectiveness and respect within the communities to which they belong.

THE PROGRAMME

Some of our continuing education programmes are designed to meet the demands and needs of the people of Northern New South Wales; others cater for a national audience. But, in either case, the problem of distance must be met. We have tried to meet it in several ways: by providing facilities for external students to undertake under-graduate and post-graduate studies; by establishing regional offices at rural centres; by developing a programme of residential continuing education; by means of a study discussion group scheme; and by encouraging communities to come to grips with their own developmental problems through programmes of self study and development. Our programme is unlike those of most other universities in the emphasis it places on self study, self help and small group work. This emphasis may be explained in terms of the problem of distance. But it is an emphasis which should make for health in any programme of continuing education. For, in the ultimate, it is the work and development of the student that matters.

EXTERNAL STUDIES

The external studies programme at New England is administered by a separate Department of External Studies, but since our external students are normally adults who are already launched on a career, our work in external studies might be described as a form of adult continuing education. Courses are provided externally for the degree of Bachelor of Arts and for post-graduate work in education and educational administration.

When a course of study is offered externally the course and the examination are identical with the course and the examination of the internal students. But the teaching approach is, perforce, different. The external student receives course material regularly from the university. He does not, of course, attend lectures and tutorials each week, but, instead, is required to submit regular assignments and to come into residence for a specified period each year. The performance of our external students has not been less meritorious than that of our internal students. Many have done particularly well and gone on to occupy senior professional positions particularly in academic and educational vocations.

REGIONAL OFFICES

For continuing education purposes the Tablelands area in which the university is situated is served from Armidale. Four other regional offices have been established, one inland at Tamworth and three on the coastal plain: one each at Lismore, Grafton and Port Macquarie. Each regional office administers its own programme of schools, lecture and discussion groups and provides advisory services for its region. A characteristic feature of the regional programmes is the rural community school: an adult school lasting from two to five days to which adults come, often from a wide rural area. A single school may cover either one or a number of subjects and a school may be linked to a scheme of preparatory or subsequent study discussion activity. The subjects covered range from farm management and local government to international affairs and the fine arts. Major schools and conferences are arranged with the co-operation and advice of a committee of local citizens.

It is one thing to arrange for an "ad hoc" committee to assist with a single project, such as a week end community school. It is another, and a more difficult thing to set up a local programme committee for continuing education as a whole. We have begun to encourage the formation of such

committees. We take the view that they should be representative of local interests and have the function of planning an overall programme for the locality, tapping the resources of the various providing authorities and co-ordinating their efforts in the interests of the local community. We see our regional offices as providing programme advice to such committees and regard their development as a matter of great importance. For without local programme committees there would be little or no planning of continuing education at the local level, and no organization capable of speaking for the locality as a whole in regard to continuing education.

THE RESIDENTIAL PROGRAMME

New England is a residential university and its residential colleges are available for continuing education purposes during vacation. Up to 2,000 people have attended our residential schools in a single year. Courses have varied in length from two days to four weeks. Many of our schools and conferences attract enrolments from a wide area. The International Seminar on Community Development held in 1964, for example, had members from most Australian states, from many Asian and Pacific countries and from Canada and the U.S.A., and the National Seminar on Drought held in 1969 had members from all the states of Australia. There are annual schools in painting, pottery, sculpture, music and drama and a biennial school on the ballet, and there is amove to develop these programmes in the arts into an annual festival of the arts. There have, over the years, been several schools each year on literature. A number of these have been on Australian literature and one, a few years ago, was on Australian and Asian literature. As would be expected in our location, several residential schools are held each year on subjects relating to rural industry and rural life. Many of these attract people with leadership responsibilities, people such as extension workers and leaders of rural community organizations. An important part of the programme provides retraining for professional people, for example, nurses, lawyers and teachers. Another important aspect of our residential work is the support it gives to the remainder of our programme, by, for example, giving leadership training to study-discussion group leaders, or providing follow up work at a more advanced level in a field in which work has already been done at the local level. In fact, our residential facilities are being used increasingly to strengthen and support the total programme of the department rather than to provide a separate residential programme for adults. And they are, possibly, serving their most useful purpose when they are used to give strength and inspiration to learning which is being undertaken on a continuing basis through group or individual study: particularly if the study is being undertaken in distant places.

STUDY DISCUSSION GROUPS

The department provides a large number of study-discussion group courses. These are made available to small groups and they are particularly useful to people in isolated places. Some courses are written as courses complete in themselves. Others take the form of notes based on a set discussion book or books. All groups are provided with a library box of suitable reading and reference material and with the services of a corresponding tutor. The traditional pattern has been for the group to meet and discuss and send a report of its proceedings and findings to its corresponding tutor, and for the tutor to send his advice in reply. This is being varied with a view to demanding more of the groups, who are being asked to send in essays, book reviews, and answers to exercises and to make their own group evaluation of these items before sending them in for comment. Other innovations which we have introduced are the use of radio as a basis for discussion group activity and the provision of residential training schools for group leaders.

A study discussion group programme must be nurtured if it is to survive and develop. Our own programme had only a few participants four years ago. This year we expect it will involve well over 2,000 people in organized and registered groups, and, on past indications, our radio discussions will involve a many times larger "eavesdropper" participation.

The future of our study discussion group programme will depend very much on the success we have in producing appropriate and interesting courses and training group leaders. But there can be no doubt that the study discussion course has a future in modern adult education: a future that will not be confined to rural areas. For one thing, discussion is an adult occupation. For another, there is particular need to encourage it at a time when the temptation to become nothing more than a viewer, a listener or a spectator is omni-present.

COMMUNITY DEVELOPMENT

It is of the essence of our approach to work in community development that we (1) encourage and assist communities to study and determine their developmental goals and (2) provide educational assistance in programmes related to those goals. But the question of determining and achieving those goals is a matter for the communities themselves. We see the development of people--on the one hand, the development of their capacity to weigh up the present community situation and see ahead, imaginatively, and, on the other, the development of their ability to communicate and work together--as basic to sound community development. As we see it, the university's contribution to community development must be made by providing research, advice and education, and by encouraging its own tradition of objective study within the communities with which it is working.

We have not taken the view--current in some circles--that the undertaking of community self study as a basis for development is something of value only to depressed or disadvantaged people. In an age when it is increasingly difficult for people to see their communities as a whole or to feel a sense of belonging to or growth within a community, we see community self study as valuable for all people and all communities. The following brief descriptions of some of our programmes will, perhaps, serve to show how this philosophy influences our practice.

Work with Aboriginal People

This has proceeded slowly. The aim has been to give support to organizations already working in this area and to establish rapport with the aboriginal people. A human relations seminar for aboriginal people was held recently. It aimed to help aboriginal leaders to see their developmental problems more clearly and to establish a basis for programme planning in cooperation with them. Two projects on which advice and assistance are being given, currently, are the development of a cooperative building organization and the control and organization of an already flourishing scheme of tutorial help for aboriginal children.

Particular care is being taken not to dictate the direction in which the aboriginal people should move, or the pace at which they should move.

The Bannockburn Valley Conservation Group

This is a group of thirty farm families: the majority of farm families in the Bannockburn Valley. They first came together about two years ago to consider problems of soil erosion, and have since taken steps to improve their intra-group communication and cooperation. They have been successful in doing this, and, as a consequence, the quality of their community life has improved considerably. They now employ their own extension officers (a husband and wife team) and meet regularly in small groups for discussions, and they have diversified their cropping, entered into cooperative arrangements for production and marketing and inspired the formation of five satellite groups for cooperative extension: two geographically based groups and three based on vocational interests.

The work of this group is interesting and impressive as an example of the use of what might be described as the "whole community approach" in helping to develop a geographically based community.

The New England Rural Development Association

We have worked in cooperation with this organization for a number of years. It has concerned itself primarily with the problems of the man on the land. Its first project was a "problem census" survey concerning the whole of the New England Tablelands. Next it assisted a group of soldier settlers to undertake a study of their land settlement problems and prepare a report. The main recommendations of this report have since been embodied in legislation. Later it set up a working party and local study groups to study the problem of the dingo. Again a report was produced and highly successful action followed. The current major projects of the Association are a study of extension itself and a study of drought.

The Association has cooperated in several other projects, including a very successful radio farm forum and a number of locally based extension schools. It has a special interest as an example of an organization using the self study approach to help meet the problems of a special community--the man on the land--over a wide region.

The amount of work which we undertake under the label of "community development" is not large and we tend to regard it as experimental. There is, however, a healthy tendency among members of staff to make the community development approach basic to their programme planning. Our aim has been to help communities and the individuals in them to develop the capacity to cope with their own development and there is evidence that our efforts have not been wasted.

RESEARCH TEACHING AND PUBLICATION

Post-graduate professional training in adult education is provided through our Faculty of Education, but to date the resources available for this work are limited. Members of staff are encouraged to undertake their own research and writing and several have done so. Many of the university's extension programmes--particularly its schools and seminars--have resulted in publications, either through commercial publishing firms or directly by the Department of University Extension.

AN OVERSEAS VENTURE

It may be of some interest that in January 1967 the university co-operated with the Indonesian Ministry of Higher Education, and the Institute of Education, the Padjadjaran University and the Institute of Technology, all of Bandung, in holding a three week long seminar on Indonesia's language, literature and culture. This was held at Bandung and sixty seven Australian students, mostly adults, attended. It was an outstanding success. Our experience of it suggests that the universities of Asia and the Pacific should consider planning and working together very seriously on similar inter-cultural activities for adults.

CONCLUSION

The principal lesson of the New England experience in continuing education is that by providing suitable materials, some guidance and some residential facilities, encouraging self help and work in small study groups, and making some use of the mass media, it is possible to do a great deal to overcome the handicap of unaccessibility or unavailability in education.

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